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REPORTS *of the* OFFICIAL DELEGATES *from* ENGLAND *at the*  
MEETING *of the* INTERNATIONAL STATISTICAL CONGRESS,  
BERLIN, *September, 1863.\**

1. REPORT OF DR. WILLIAM FARR, F.R.S., F.S.S.

GENTLEMEN,—In fixing on Berlin as the next place of meeting for the Statistical Congress, after learning that it would be agreeable to the Government of His Majesty the King of Prussia, the English Organization Commission carried out the expressed wish of the official delegates of the Governments of Europe, assembled in London. The Congress had met in Brussels, in Paris, in Vienna, in London; and it was an agreeable office to us to have the honour of placing it under the friendly protection which we knew it would enjoy in Berlin, the capital of a kingdom in which all the sciences have been cultivated with signal success. The expectations which were entertained by the commission and by the delegates, of whom I have the happiness to see many around me, will, I see—despite of some untoward circumstances—be justified by the event.

The progress of statistics in England since the last meeting has been on the whole satisfactory; in some instances success has been only partial; in others we have altogether failed to carry out measures good in themselves, and sanctioned by the Congress.

The several departments of the Government, and some royal commissions, have displayed great activity, and have not only published tabulated facts of great importance, but have accompanied them by explanations and deductions of practical value; various papers, and reports too, by members of scientific societies and others, have also appeared. It is in this direction that success has been achieved. For the division of labour, on the principle laid down by Descartes, has been carried out to the greatest extent in England; and particular fields have been well cultivated. But it is in the synthesis of our work that we have hitherto failed. We have no central statistical board, and there is a want of co-ordination in our publications.

This was pointed out by the Prince President of the Congress of London in his luminous address, and had he lived, I believe, it might now have been remedied.

Our principal statistical operation since the last Congress has

\* The report of Mr. Valpy, of the Board of Trade, one of the Delegates, will be published in a future number.—ED. S. J.

been the census; upon which the Registrar-General, my colleague Mr. Hammick, and myself, in England; Mr. Dundas and Dr. Stark, in Scotland; Mr. Donnelly and Mr. Wilde, in Ireland, have been incessantly engaged. As recommended by the last Congress, the census was taken on one day (8th April, 1861), by paid enumerators; and it was *by names* inscribed on schedules (bulletins), distinguishing sex, age, conjugal condition, relation to head of family, profession, birth-place, in fact all the particulars which the section declared to be indispensable. Our census is decennial. The population was 29,321,288. The language spoken, the religion, and the ability to read and write were distinguished in the census of Ireland; not in that of England or of Scotland.

The great facts respecting the population are these:—the population of England, Scotland, and Ireland inclusive has increased by 1,575,339; the population of England proper and of Scotland has increased, and the population of Ireland has decreased by emigration. The industry and productive power of the nation have increased faster than the population; and as the towns are the seats of industry, the increase of population has been chiefly in the towns. In England, exclusive of Scotland and Ireland, the town population amounted to 10,960,998, the country population to 9,000,000; for the cultivation of the soil—by improved methods and implements—has not apparently demanded more hands than were employed ten years ago. The registered emigrants from our shores of English origin, during the ten years 1851-60, were 2,054,823, exclusive of 194,532 foreigners; so nearly 7 per cent. left England to settle in other lands, where they are laying the foundations of new communities. The emigration was at its maximum in the year 1852, and was at the rate of 1,000 a-day (368,764); but after 1855 the emigration declined, and was represented by 121,214 souls in 1862.

Emigration is effected at a certain expense, and is, in fact, a transfer of living capital from one land to another. How it has been effected in Ireland, it may be worth while to mention. For some years Ireland evidently had contained more people than its industry and skill could sustain. One of the first of our economists said, that to transport the people at the public expense to the colonies, would be a violation of principle; and as the people had themselves no capital, nothing could be done. Well, the people of Ireland themselves found out the remedy. The young men sailed across the Atlantic in the cheapest vessels; they laboured with success, and saved a portion of the earnings, which they transmitted home—with that family affection which characterizes the Celtic race—and carried off their fathers, mothers, brothers, and sisters to places where employment and subsistence were plentiful.

I beg leave to call the especial attention of the members of the

Congress to our tables, which distinguish the number and age of persons in each separate occupation. Those facts lie at the foundation of statistical science, and hitherto they have been given in no other country.

We have constructed a new life table in England, and have found out methods by which the principal series for determining the value of annuities on single and joint lives can be calculated, and stereoglyphed by the beautiful machine, invented by the Scheutzes, countrymen of our colleague, Dr. Berg. The volume will be shortly published.

The Registrar-General has undertaken from the censuses, and from the registered deaths of ten years, 1851-60, to calculate the mortality, at thirteen ages, of the males and females living in the 631 districts into which England is divided. The causes of death will at the same time be shown; and it is expected that this simple and decisive demonstration of the causes of death, and of its attendant sickness, will lead to immense improvements in the public health. The people themselves will demand and pay for the means of healthy life; pure water, pure air, clean streets, and clean dwellings; containing none of the matter which is everywhere so intolerably offensive in houses, and is a source of fertility in fields.

The British army consisted in 1861 of 227,005 officers and men, and 82,156 of them belonged to regiments in India. Since the acquisition of that part of the empire, the losses of our troops in men have been at the rate of 69 in 1,000 annually; the mortality of men of the same age at home being 9 in 1,000. This is the result of the great inquiry which was instituted under Lord Herbert into the health of our army in India, and has been continued by a commission over which Lord Stanley has ably presided. Our first impression was, that the excessive mortality was due to the tropical climate of India; and it is true that the inundated and undrained valleys of the Ganges are the prolific sources of malaria in its intensest forms; but, at some of the stations in the hottest regions the mortality of the soldiers did not exceed 20 in 1,000; the mortality of the officers, subject to malaria as well as the men, was at the rate of 38 in 1,000, and the mortality of civilians in the same climate was 20 in 1,000. Again, the diseases were dysentery and liver disease, diarrhœa, cholera, and paroxysmal fevers; precisely the diseases which were as fatal in London during the seventeenth century, as they are now in India. Bad water, spirits, the want of work, both of muscle, bone, and brain, the want of land-drainage and culture; the same dirt which annoys our senses in London, in Berlin, and in all our towns, as well as other obvious causes, have destroyed the men's lives. We expect that the mortality in India will be reduced to the normal standard, by placing the troops on high lands, and supplying

them with the necessary means of healthy existence. Each man we lose is worth 250*l.*, and hence the economy of hygienic measures, which is further apparent, when we consider the efficiency in the field of armies of healthy troops. The Secretary of State for India, Sir Charles Wood, has directed the principal measures which the commission recommended to be carried out; and among the recommendations is this:—"That a system of registering deaths and the causes of death be established in the large cities of India, and be gradually extended, so as to determine the effects of local causes on the mortality of the native, as well as of the European population; the results to be tabulated and published annually by the commissions." This will extend the domain of the Congress to more than 100,000,000 Indians.

The people of India have a great aptitude for figures; they are partly the founders of our science, for it is to them we owe our system of notation. We must repay them by endowing them with our European system of statistics, and all the modern instruments of science, health, and civilization. I place upon the table the report of the commission, and a valuable paper by Miss Nightingale, to whom the army of England is so deeply indebted.

I may add here, that in Ireland one of the most flagrant defects of our home statistics has been recently remedied, by a measure which Sir Robert Peel introduced; the births and deaths, and causes of death are there to be duly registered. Singularly enough, the marriages of the Catholics of Ireland will remain unregistered; and this great protection of the sanctities of life does not exist.

The agricultural statistics of Ireland are still ably conducted by Mr. Donnelly, the Registrar-General of Ireland; the amount of land under different kinds of culture is returned every year, and the produce is estimated. This plan which the Congress adopted and recommended in London has not, however, yet been carried out in England or in Scotland. Of the utility to the world of this fundamental determination of the area of cultivated land, and of the amount and value of the productions of the soil, I need not speak in this assembly. And Her Majesty's Government is, I believe, quite willing to accept any measure for the advancement of the science of agriculture, such as this, which the enlightened men at the head of that great interest demand. Something will probably be proposed next session for carrying out one of the weightiest decisions of the Congress.

Mineral statistics have been continued and extended, under the able superintendence of Mr. Hunt.

Prices have been investigated by Mr. Jevons, formerly of the Sydney Royal Mint, who, by the investigation of the prices of 118 commodities, shows that there has been a depreciation of the

value both of gold and silver. There is novelty in the methods which Mr. Jevons has employed, as well as great interest in his facts, collected from the best authorities. Professor Rogers, of Oxford, has commenced an elaborate inquiry into the history of prices. The first portion of the inquiry will be found in the *Statistical Journal*.

These are the principal subjects which occupied the last Congress, with the exception of weights and measures, and decimal money. Mr. Samuel Brown and Dr. Levi will report to you the proceedings of the commission up to the present day.

Mr. Valpy, of the Board of Trade, will report the proceedings of his department in statistics; and Mr. Hammick will report on a subject in which, I know, you will feel an interest.

Gentlemen, I am authorized on the part of Her Majesty's Minister of Public Works, who was one of our Vice-Presidents (Mr. Milner Gibson being the other), to express his regret that he is unable to attend this meeting in Berlin, and at the same time to express his confidence that your labours, under the auspices of the Government of His Majesty the King of Prussia, will be crowned with success; a confidence which the presence of so many practical men, the able arrangements of Dr. Engel, and the presidency of your Excellency (Count Eulenberg), justify; and which is placed beyond doubt by the discriminating appreciation which, yesterday, His Majesty the King so graciously expressed, followed as it is to-day by the presence in this assembly of His Royal Highness the Crown Prince of Prussia, who thus shows the Congress the same favour as that Prince, with whom he is so intimately allied. (Applause.)

On the motion of Dr. Engel, seconded by M. Legoyt, the report on English statistics was ordered to be printed in the "Prussian Gazette."

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## 2. STATEMENT BY MR. HAMMICK, F.S.S.

Gentlemen,—Having been requested to furnish the Congress with some information concerning the measures which we have adopted in England with a view to mitigate the distress unhappily still prevailing in the cotton manufacturing districts, I have much pleasure in presenting to your notice a few facts which are not exclusively of domestic interest.

You are aware that by the law of England every poor and destitute person is entitled to relief from a public fund,—in food, clothing, lodging, and medical attendance, according to his necessity—no question being raised as to the country, sex, age, character, or

conduct of the destitute person. The fund is a local contribution, called the "poor rate;" it is raised from a limited district (the *parish*), and is administered by unpaid local functionaries and their paid officers, according to rules laid down by the Poor Law Board, which is the department of Government charged with the general administration of the poor law. The parishes are, for the most part, grouped into "poor law unions," and in each, or nearly each, of the 655 unions in England and Wales, there is at least one workhouse\* where entire relief is given; relief is also given out of the workhouse, but this is usually of a partial and temporary character.

During the ten years, 1851-60, the total amount expended on the relief of the poor in Great Britain and Ireland was 67,350,000*l.* sterling, equivalent to an annual charge of 4*s.* 9½*d.* per head on the population. In England and Wales, the sum expended in the same period amounted to 55,000,000*l.* sterling, being at the rate of 5*s.* 9½*d.* per head on the population. These figures refer to ordinary times, but since the outbreak of the civil war in America, an entirely exceptional state of things has prevailed. By the failure of the cotton supply consequent upon that event, nearly a million of persons, including the families of the operatives, were suddenly, through no fault of theirs, deprived of their usual means of support. The whole nation was moved with sympathy, and united in the effort to diminish the privations of these poor people; while the efficiency of the system of poor law relief was tested in the severest manner. Although the power of levying rates for the relief of the poor may be extended to the enforcement of a contribution equal to the full annual value of the property assessed, the extreme application of this power would have been ruinous in its consequences to the distressed districts. The public, therefore, at once came forward with liberal voluntary subscriptions, and not only did the British colonies, but even some foreign countries join in the good work. It is estimated that the contributions in money and clothing have exceeded one million sterling. The manufacturers, besides being themselves heavy sufferers, and bearing the burden of greatly increased local taxation, have rendered the most generous aid in preventing the workpeople, whom they could no longer employ, from feeling the extremity of want.

The first legislative measure adopted to meet this emergency provided for an extension of the area within which a higher contribution to the poor rate might be levied,—*the whole* of the counties within which the distressed districts are situated being required, in case of need, to contribute in the same high proportion as the districts themselves. In these counties—Cheshire and Lancashire

\* There are 700 workhouses in operation; but a few unions, principally in Wales, have no workhouse.

—no less than 421,400 persons were in receipt of relief on the 1st January in the present year, being 203,500 persons, or 97 per cent. more than on 1st January, 1862,—an increase of distress quite sufficient to justify a departure from the ordinary methods of raising the amount required for the relief of the poor.

But a measure of greater importance, and one calculated not only to meet the present emergency, but to benefit every class of society within the distressed districts, is the Act passed in the last session of Parliament, empowering the Government to make advances to the extent of 1,500,000*l.* sterling, to enable the local authorities in the cotton manufacturing towns to provide employment for the distressed workpeople, by the execution of works of public utility and sanitary improvement. The money is to be advanced on the security of the local rates, and to bear interest at the rate of  $3\frac{1}{2}$  per cent., or about  $\frac{1}{4}$  per cent. higher than the interest in the public funds; the principal and interest to be repaid by annual instalments within a period not exceeding thirty years. Several towns have already applied for loans amounting, in the aggregate, to 800,000*l.*, and during the coming winter it is expected that more than one million sterling will be absorbed in various public works. The operatives will be employed, of course with a due proportion of skilled workmen, in constructing sewers, cleansing and covering up open drains and ditches, making new public roads, deepening and cleansing rivers, constructing reservoirs and other works for improving water supply, forming new parks and recreation grounds—in short, in any description of work of permanent public benefit. In every case the local authorities will devise and carry out the execution of the works, the Government neither dictating nor controlling the expenditure, nor in any way interfering further than to ensure a useful outlay of the money. The Congress, therefore, will be pleased not to form the idea that the British Government is engaged in establishing national workshops, or employing engineers to devise works merely for the sake of affording employment to the operatives; it simply helps the local authorities to help themselves by means of readily-applied laws, and by loans of money at a low rate of interest not involving loss to the public at large.

I rejoice to hear that little distress has been felt in Prussia from the causes which have so painfully affected large numbers of our industrial population in England. In France and Belgium, as I regret to learn from our honourable colleagues from those countries, much distress has existed; but the special measures which have been adopted by the respective Governments have tended, in some degree, to mitigate its effects. Where, however, the law makes no certain provision for the poor and destitute, the people must of necessity endure great privations during the depression or inter-

ruption of any important manufacture. In England, notwithstanding the large number of operatives thrown out of employment, and the severe pressure upon those charged with the administration of the poor rates, no case has been brought under the notice of the authorities of a failure to supply all destitute persons with relief. The working classes have conducted themselves with admirable patience under their privations; and the winter once tided over, it is confidently believed that a supply of cotton will be furnished, chiefly from new sources, which will again call into activity this important branch of our national industry.

I should not omit to mention that ample statistics relating to the fluctuations in the number of persons relieved, and to other matters of importance connected with the crisis, have been published at short intervals by the Poor Law Board, under the able superintendence of Mr. F. Purdy, and that the information thus imparted has been of great interest to the country at large. (Applause.)

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